

R E P O R T
OF THE
THREE-YEAR DEGREE COURSE
ESTIMATES COMMITTEE



MINISTRY OF EDUCATION
GOVERNMENT OF INDIA
1958

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EXPLANATORY NOTE

The Government of India have formally accepted the recommendations of the Three-Year Degree Course Estimates Committee with the following modifications :—

The basis of Non-Recurring grant to colleges actually built for more than 1,000 students will not be *per capita* as recommended by the Committee, but per unit institution of 1,000 students. Thus if an institution has 1,500 students and was actually built for that number, its share of Non-Recurring grant will be $1\frac{1}{2}$ times the amount recommended by the Committee for that type of institution.

The Report is being printed as it was submitted to the Government of India but the statistical tables have been left out because the information given in them related to the position as it stood on 31st March, 1955. The statistics for this period are being published separately in "Education in Universities in India 1954-55" and those interested in this aspect can supplement the Report by referring to this publication. More recent statistics are also available in the publication entitled "Education in the Reorganised States 1955-56".

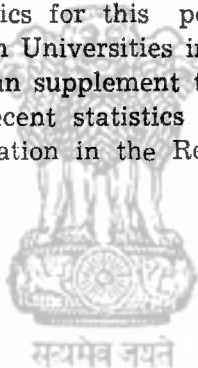


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SECTION I

INTRODUCTION

Ever since the oldest of the modern Universities were established in India, the principal pattern of University education leading to the first Degree in Arts, Science or Commerce has consisted of a four-year degree course broken into two years of Intermediate work and two years of post-Intermediate work. Whatever the reasons for starting and continuing with this pattern for 100 years now, the arrangement has not been without its disadvantages, of which only the major ones may be mentioned here.

As often maintained, the main defect in the above arrangement has been that the two halves—the Intermediate and the post-Intermediate—are usually unrelated to each other academically and sometimes even administratively, as for instance, when the Intermediate classes are under the jurisdiction of a separate Board. Such a lack of correlation has been on the increase in recent years as, owing to paucity of funds, purely Intermediate colleges have been started in large numbers. Besides, the Intermediate examination, coming as it does, in the middle of the Degree course, breaks the continuity of University instruction, thus making it impossible for the University to offer a compact, comprehensive and integrated course for the first Degree. The student, on his part, has to waste a considerable time in adjusting himself twice to new courses and often to new colleges. It has also been felt that the number of examinations which a student has to take prior to obtaining the first Degree (three at present) is too many and that there is often a long interval between the students' passing the Intermediate examination and his admission to Third year class which is so much additional waste of time.

In conjunction with these defects, it should be mentioned that neither the duration nor the quality of Secondary education today is such as to supply for University education, youth with sufficient maturity or scholastic attainment to enable them to take full advantage of the facilities for higher education provided by a University. This fact became more and more apparent as the number of students seeking University education increased, so much so that an early solution of the problem became imperative.

It would, however, be unfair to infer that no attempts were made in the past to do away with some of the defects inherent in this arrangement and to provide an integrated course for the first Degree. As early as 1917, the Calcutta University Commission recommended three years for the Bachelor's Degree for Pass as well as for Honours, but the recommendation was not put into effect. In 1941, the Delhi University took the lead and actually changed over to a three—year degree course preceded by an 11-year Higher Secondary Course, which has since continued. Some other Universities, *e.g.*, Mysore and Travancore, also tried the experiment on the lines of the Delhi University but had to abandon it owing to lack of co-operation from other Universities.

In their report giving the plan of Post-War Educational Development in India, published in January 1944, the Central Advisory Board of Education recommended unequivocally that the Intermediate course should be abolished and that the minimum length of a University degree course should be three years. Later, the University Education Commission, which was set up by the National Government soon after the attainment of independence to report on Indian University Education and to suggest the improvements and extensions that may be desirable to suit future requirements of the country, recommended the institution of a three-year continuous degree course at the completion of twelve years of schooling or its equivalent, *i.e.*, after the passing of a qualifying test which would correspond to the present Intermediate standard.

The Secondary Education Commission (1952-53) further maintained that the reorganisation of the first Degree course in Indian Universities was an essential corollary of the reorganisation of Secondary education in the country. The Commission recommended that the present Intermediate stage should be replaced by the Higher Secondary course which should be of four years duration, one year of the present Intermediate being included in it, and the first Degree course in the University should be of three years' duration.

When the report of the University Education Commission came up for consideration by the Central Advisory Board of Education in November, 1953, the Board appointed a University Survey Committee to suggest measures for the implementation of the recommendation of the University Education Commission. This Committee felt that the existing arrangement of a two-year Degree course preceded by a two-year Intermediate course was not satisfactory and recommended that this should be replaced by an 11-year Higher Secondary Course followed by a three-year Degree course. The recommendations of the University Survey Committee were endorsed by the Central Advisory Board of Education at its meeting held in February, 1954.

This question was also considered at a joint conference of Vice-Chancellors of Universities and Chairmen of Boards of Secondary Education, which was held in New Delhi on 8th January, 1955. The conference resolved that there should be a Higher Secondary Course continued up to the age of 17 followed by a three-year integrated course leading to the Bachelor's Degree. The inter-University Board of India, at their annual meeting held at Patna on the 25th January, 1955, also recommended that the implementation of the proposal should begin as early as possible. At its meeting held on the 18-19th January, 1956, the Central Advisory Board of Education accepted the following resolution of the Ministry of Education.

"Resolved that the Universities in India should take immediate steps to ensure that the change over to the new pattern of educational reorganisation, *i.e.*, a higher secondary school course be continued up to the age of 17+ to be followed by a three-year integrated course leading to a Bachelor's Degree, is completed by 1961 at the latest."

It will thus be seen that the various expert bodies agreed to the abolishing of the present Intermediate examination and the institution

of a three-year Degree Course, after the reorganised Higher Secondary School. Accordingly, while drawing up its schemes for the Second Five-Year Plan, the Ministry of Education made provision for the introduction of this much delayed reform. In their letter No. 10-11/55-A. 1, dated the 11th August, 1956, the Ministry of Education invited proposals from all the State Governments for introducing this reform and promised to meet expenditure on different aspects of the reform in certain proportions.

The Education Ministers' Conference held on 2nd-3rd September, 1956, gave further impetus to the reform by recommending the appointment of a Committee to work out the estimates of expenditure to be incurred on introducing this reform, making it possible for all Universities to change over to the new pattern. In accordance with the above recommendation a Three-Year Degree Course Estimates Committee was set up on 1st October, 1956 consisting of the following members :—

Chairman

Shri C. D. Deshmukh, Chairman, University Grants Commission.

Members

Shri K. G. Saiyidain, Secretary	<i>Representing</i>	Ministry of Education
Dr. G. F. Lakhani.		
Shri K. L. Joshi, Director (Education Division)		Planning Commission
Shri C. S. Menon, Financial Adviser		Ministry of Finance*
Dr. G. S. Mahajani, Vice-Chancellor, Delhi University.	}	Universities
Dr. A. L. Mudaliar, Vice-Chancellor, Calcutta University.		
Shri Vinod Chandra Sharma, Secretary, Education Department, Government of Uttar Pradesh.		
Shri K. P. Sinha, Director of Public Instruction, Bihar.	}	State Governments
Shri S. Govindarajulu, Vice-Chancellor, Shri Venkateswara University, Tirupati (Andhra)		
Dr. D. M. Sen, Secretary, Education Department, Government of West Bengal.		

Secretary

Dr. H. C. Gupta, Education Officer, Ministry of Education.

The terms of reference of the Committee are given in Appendix I. To cover the scope of its enquiry the Committee held two meetings—one on the 29th November, 1956, and the other on the 30th December 1956. The Committee felt that it would be necessary to lay down the general principles which should govern the allocation of Central grants to the States in order to help Universities and affiliated colleges to introduce the three-year degree Course. The points considered by the Committee and the principles laid down in this behalf, are given in the following sections.

*Shri C. S. Menon was subsequently transferred from P. E. N. Division. Accordingly Shri A. C. Bose attended the first meeting and on his transfer Shri A. Bakshi attended the second meeting of the Committee. The final Report of the Committee has been signed by Shri A. Bakshi.

SECTION II

NATURE OF THE PROBLEM

As brought out earlier, the problem of introducing the three-year degree course has been a live issue for over 40 years without yielding any satisfactory solution uptill now. There are many factors which have contributed to this apparent failure on the part of Universities and the Governments concerned to implement the recommendations of the successive Commissions and committees. First of all, there is the magnitude of the problem itself. Any scheme which is to be introduced at national level must necessarily involve prohibitively large financial outlay. In spite of the recognised importance of education, it was never possible to find adequate funds to introduce the reform even partially. Secondly, education has always been a State subject and without the fullest measure of support and co-operation coming from the States it would be impossible for the Centre alone to take effective steps in this direction. The diversity of the views held by the Universities and the variety of the courses offered by them are other factors which have come in the way of a uniform policy being adopted with regard to the reorganisation of under-graduate courses.

The requirements of professional colleges to select candidates for admission to professional courses has also been a consideration. In most cases, the minimum admission qualification is a pass in Intermediate Science. Any suggestion to do away with the Intermediate examination should, therefore, provide some alternative criterion which will form the basis for selecting candidates for professional training.

It should also be mentioned that the recommendation to institute a compact three-year degree course never came alone. It was always felt that mere reorganisation along these lines will not raise the standards of collegiate education which have been deteriorating continually; that the reform should be accompanied by improvement of syllabuses, reduction in the number of students in over-crowded colleges, improvement of teacher-pupil ratio, strengthening of laboratories, replenishing of libraries, so on and so forth. This made the situation still more unmanageable and both the Universities and the Governments were reluctant to take up the problem with any seriousness, unless it seemed possible to introduce these reforms simultaneously.

Further, the reorganisation of University courses depends on the prior reorganisation of Secondary Education. To be able to shed the present First Year and introduce the three-year degree course, it is necessary that a sufficient number of existing High Schools should be raised to Higher Secondary schools to accommodate the students who are now studying in the first year of colleges. In fact, opinion was expressed, and quite strongly, that the reform of Secondary Education should receive the Government's attention first and the reform of University Education would then follow as a natural corollary. It was felt that if all the High Schools, or at least a majority of them, were not changed to Higher Secondary Schools, the introduction of Three-year degree course in Universities would mean increasing the number

of public examinations by one rather than decreasing it, which was one of the main reasons underlying the relevant recommendation of the University Education Commission.

The Committee considered all these points during their deliberations and made its recommendations on the assumption that most of these difficulties were transitory in nature and would have to be faced whenever the reform is introduced. They, felt, therefore, that it is best to face them now rather than later.

SECTION III FINANCIAL IMPLICATIONS

The Amount Required :

At the end of its first meeting the Estimates Committee appointed a sub-committee to work out the estimate of the funds which would be required for introducing the three-year Degree course on all-India basis along with such other measures as would help to improve the quality of collegiate education. The sub-committee considered to two-fold problem of upgrading the present Intermediate colleges to three-year Degree colleges and of converting the present Degree colleges to conform to the new pattern. The sub-committee noted that there were three major types of colleges within each of these categories and considered it advisable to estimate the additional expenditure per college for each type separately.

The following table gives the number of colleges in each type and the estimated additional expenditure per college for introducing the three-year Degree course.

Type	No.	Additional Estimated expenditure	
		Non-Rec.	Recurring
		(Rs. in lakhs)	
<i>Intermediate Colleges :</i>			
(i) Teaching Humanities only	110	1.60	0.35
(ii) Teaching Science subjects only	14	2.50	0.40
(iii) Teaching humanities as well as science subjects	*172	3.00	0.70
	<u>296</u>		
Average	2.50	0.50
<i>Degree Colleges :</i>			
(i) Teaching humanities or Science subjects only	175	0.75	0.25
(ii) Teaching humanities as well as science subjects	244	1.50	0.30
(iii) Teaching humanities up to Degree and science subjects up to Intermediate Standard	112	2.75	0.40
Average	<u>531</u>	1.50	0.35

*Includes 100 colleges from U.P.

The average additional expenditure for upgrading an Intermediate college works out to be Rs. 2·50 lakhs non-recurring, and Rs. 0·50 lakhs recurring and that for reorganising a Degree college works out to be Rs. 1·50 lakhs non-recurring and Rs. 0·35 lakhs recurring. As will be seen from the report of the sub-committee (Appendix II) these estimates take into account *inter alia*, other reforms which would help raise the standards of University Education along with the introduction of three-year degree course. With the upgrading of at least 250 of the existing Intermediate colleges to degree standard, the total number of Degree colleges will rise from 531 to 781 which will help to reduce the overcrowding in a number of existing institutions. Provision has also been made in the estimates for additional staff to improve teacher-pupil ratio, additional accommodation for laboratories, libraries, lecture rooms and staff rooms wherever necessary, as well as equipment and books. The total estimated expenditure includes also the cost of introducing General Education Courses so that there will be no Arts College in which General Science will not be taught and *vice versa*. For this purpose extra laboratory accommodation, staff, equipment and books have been provided. It will, however, be seen that the estimates do not provide for the improvement of salaries of college teachers which is outside the scope of the present scheme.

The sub-committee was of the view that it would not be necessary to upgrade all the existing Intermediate colleges in the country. The present needs could be met by upgrading 250 of the existing Intermediate colleges. The colleges to be brought within the purview of the reform should be the best and the most deserving.

While accepting the estimates prepared by the sub-committee, the Committee was of the view that to give any stability and permanence to the reform, recurring grant should be given to each college for at least four years. On this basis the total absolute cost of the scheme will be Rs. 24·75 crores as detailed below :—

	Rupees in lakhs
<i>Non-recurring</i>	
250 Intermediate colleges @ Rs. 2·50 lakhs per college	$250 \times 2\cdot50 = 625$
500 Degree colleges @ Rs. 1·50 lakhs per college	$500 \times 1\cdot50 = 750$
TOTAL	1375
<i>Recurring (for four years)</i>	
250 Intermediate colleges @ Rs. 0·50 lakhs per college per annum.	$250 \times 0\cdot50 \times 4 = 500$
500 Degree colleges @ Rs. 0·30 per college per annum.	$500 \times 0\cdot30 \times 4 = 600$
TOTAL	1100
GRAND TOTAL	2475
	or Rs. 25 crores

Thus the minimum cost of introducing the three year degree course in all the Universities will be Rs. 25 crores (in rounded figures). The Committee recommended that half of this amount should be

contributed by the Central Government and the University Grants Commission together and the balance provided by the State Governments including contribution from Private Managements.

The Committee noted that it will not be possible to find the entire amount immediately nor will all the Universities be prepared to introduce the reform simultaneously. The introduction of the reform may, therefore, be spread over a number of years depending upon the availability of funds and the willingness of the Universities and the colleges to introduce the three-year Degree course. It would, however, be useful to indicate the funds that may be made available during the Second Five—Year Plan and give a phased programme of introducing the reform during this period in as many colleges as possible.

Funds available during the Second Five-Year Plan:

The Committee expected that the Ministry of Education will contribute an amount of Rs. 5 crores during the Second Five-year Plan period. This amount will be available for assisting the affiliated colleges which are not in view of the Plan allocations, the main responsibility of the University Grants Commission as yet. In view of the fact that the colleges which are managed by the Universities are the direct concern of the University Grants Commission and some other colleges may come within the purview of the University Grants Commission according to the University Grants Commission Act, 1956, the University Grants Commission should be expected to contribute a sum of Rs. 2·5 crores for introducing this reform in these colleges. The Central Government and the University Grants Commission will thus have a sum of Rs. 7·5 crores for implementing this reform. The State Governments should be able to find an equal amount i.e., Rs. 7·5 crores including contribution from Private Managements. The total amount available during the period of the Second Five-Year Plan will, therefore, be Rs. 15 crores. The Committee is of the view that the remaining amount of Rs. 10 crores should be made available during the Third Five-Year Plan or, from other suitable sources. The reform will, therefore, have to be spread over the third Five-Year Plan period.

Targets to be achieved during the Second Five-Year Plan Period.

So far as the Second Five-Year Plan is concerned, the Committee recommends that the aim should be to upgrade Intermediate colleges and to reorganise 360 Degree colleges, according to the following scheme :—

Year	Inter- mediate Colleges	Expendi- ture Rs. in lakhs	Degree Colleges	Expendi- ture Rs. in lakhs
		(Progressive totals)		(Progressive totals)
1957-58	50	25	100	30
1958-59	92	46	190	57
1959-60	140	70	280	84
1960-61	180	90	360	108
TOTAL		231		279
NON-RECURRING		450		540
				819
GRAND TOTAL Rs. 1,500 lakhs. 681				

The yearly expenditure will be :

Year	Non-Rec.	Rupees in lakhs	
		Recurring	Total
1957-58	275	55	330
1958-59	240	103	343
1959-60	255	154	409
1960-61	220	198	418
TOTAL	990	510	1,500

Basis of Assistance:

The Committee was of the view that on account of the wide variety in the size of the colleges to be assisted it will not be fair to give grants on the basis of the standard additional cost per college. Instead, all recurring grants should be given on the basis of additional cost per pupil. The additional cost per pupil should be taken as the quotient obtained by dividing the total cost on institutions of each type by the total number of pupils in those institutions. The cost per pupil will be worked out by the Ministry of Education after obtaining up-to-date figures from the State Governments.

For purposes of non-recurring grant, each institution may be considered as a unit and grants paid according to the standards laid down in the Sub-Committee's Report. The only exception to this rule may be the colleges with enrolment of more than one thousand but which have been actually built for that number. In the case of such colleges it will be fairer to pay the non-recurring grant also on *per capita* basis to enable the authorities to provide all the additional facilities which the Committee has recommended.

Conditions attaching to the grant:

The Estimates Committee is further of the opinion that before giving its share of the expenditure, the Central Government must ensure that the Universities have actually decided to introduce the three-year Degree course and the State Government is prepared to pay its share of the expenditure to the colleges. The Central Government, may, however, give its share of the non-recurring expenditure only for the improvement of collegiate education on the pattern laid down by the committee, if the State Government has incurred any expenditure on the scheme in anticipation of the University's decision to introduce the three-year Degree course. This share should, however, be paid only after the University's decision is available.

Some difficulty is likely to arise in the case of private colleges whose managements may not be in a position to contribute their share of expenditure. The Committee recommends that the Central share of assistance should not be paid unless the matching grant is forthcoming in respect of private colleges. The responsibility for this lies with the State Governments who may provide the matching grant either from their own resources or from private bodies.

SECTION IV

ADMINISTRATIVE IMPLICATIONS

(i) *General Re-organisation* : One of the tasks entrusted to the Committee was "to suggest the best manner in which the three-year Degree Course could be introduced in the affiliated colleges and universities; and the arrangements that should be made during the interim period for admission of students to the re-organised Arts and Science colleges and the professional colleges as constituted at present till the new pattern is fully introduced". The Committee recommends that the introduction of the Three-Year Degree course should be a phased programme bringing as many colleges within the fold of the reform as may be possible within the finances available. The unit for reform should, however, be a University and all the colleges affiliated or attached to it, should switch over to the reform simultaneously. No University will, therefore, offer two types of degrees for the same courses.

(ii) *Intermediate Colleges* : At least 250 of the existing colleges should be upgraded to three-year Degree colleges and the remaining Intermediate Colleges should ultimately work as Higher Secondary Schools only. At least one Intermediate College should be upgraded for every two Degree colleges repatterned, so that a certain amount of balance can be maintained between the two types of colleges. Since the reform will not be introduced in all the Universities simultaneously, students passing the Intermediate Examination during the transitional period from Universities which have not changed over to the new pattern, should be admitted to the second year of the three-year Degree course whenever inter-university migration takes place. Universities/Boards should not, however, give affiliation to new Intermediate Colleges.

(iii) *Pre-University Classes* : To introduce the scheme effectively, it would be necessary for universities and colleges to shed the present First Year Class. In view of the fact that there may not be a sufficient number of Higher Secondary Schools to absorb all the students in these classes, Universities and colleges should be allowed to retain the pre-University classes till such time as the present High Schools are raised to Higher Secondary Schools. During the period, the enrolment in the pre-University class should be considered as part of the main college and for purposes of calculating Government grant for this reform, it will be taken into account. The size of the pre-University class should, however, not exceed 100, although 60 is the ideal.

(iv) *Examination* : It may be recalled that one of the reasons for recommending the abolition of the Intermediate Examination was to reduce the number of public examinations from three to two—one at the end of Higher Secondary stage and the other for Degree itself. The Committee notes, however, that it will not be possible to meet this objective during the transitional period in view of the fact that the examination at the end of the pre-University course will also have to be a public examination.

(v) *Admission to Professional Colleges*: The Committee is also of the opinion that admission of students to pre-professional course should be regulated, so that only those students are admitted to these courses who will ultimately be able to find seats in professional colleges. For this purpose, it is necessary that the professional colleges should either select candidates on the basis of High Secondary/Pre-University Examination results or should conduct their own admission tests. The establishment of junior colleges which might provide centralized pre-professional courses, or instruction in some only of the professional colleges as is done by the Madras University, is another possibility. This would also obviate the necessity of Intermediate Colleges continuing to provide Inter-Science Courses for selection to professional colleges.

(vi) *Size of the colleges*: As one of the ancillary problems, the Committee considered the question of restricting the number of students in colleges and improving pupil-teacher ratio at collegiate level. The Committee noted that in spite of the urgency of the reform, it would not be possible for all colleges to restrict the number of students to 800 per college as recommended by the University Survey Committee (1953-54). After careful consideration of the problem, the Committee has come to the following conclusions:—

- (1) The number of students in each college may be 800-1000 inclusive of the pre-University class with the proviso that a college may increase the number to the extent pre-University class is reduced or abolished so that the number continues to be 800-1000.
- (2) Colleges actually built for numbers larger than 800-1000, should be excepted provided they meet the standards laid down by the University Grants Commission in all other respects.
- (3) Colleges having more than 1,000 students on their rolls for whom there is no suitable accommodation, should freeze the present number of students and should prepare a scheme of gradually diminishing their enrolment so that the desired limit is reached by 1961.
- (4) No college should introduce the shift system. Where the system is operating at present, steps should be taken to stop it as soon as possible. If a college is running three shifts, the number should be reduced first to two shifts and then to one. For the purpose of calculating the number of pupils on rolls, the number of each shift should be counted separately.
- (5) The Committee emphasized that there need be no reduction of the teaching staff as a result of the reduction in the number of students because pupil-teacher ratio has also to be improved and one way of doing this was to reduce the number of pupils. Tutorials should also be started in all colleges to give individual attention to students.

In order to implement these recommendations, the Committee is of the opinion that the University Grants Commission may be requested to prepare a "code of conduct" for the guidance of the colleges.

(vii) *Special problems* : The Committee takes particular notice of the fact that the administrative implications of introducing the reform in U.P. and West Bengal may be rather complicated. So far as U.P. is concerned, the pattern of higher education prevailing there is different from that obtaining anywhere else in India in many respects. First, the Intermediate education is under the control of a Board which also controls High School education. All the colleges are part of High school in the sense that School and College classes are held in the same premises. The number of such colleges is very large, e.g., there are today 862 Intermediate Colleges of this type. There are no Intermediate Colleges with two classes only, which is the rule in all the other States that have got Intermediate Colleges. Accordingly, the question of upgrading Intermediate Colleges in U.P. is tantamount to starting new Degree colleges. According to the estimates given by the U. P. Government's representative on the Committee, the cost of introducing the proposed reform in U. P. will be colossal. While appreciating the complicated nature of the problem posed by U. P., the Committee is of the view that the expenditure involved should not be beyond the resources of the State Government and recommends that the estimates prepared by the State Government should be examined by the Ministry of Education in the first instance. It was agreed that 100 of the 250 Intermediate Colleges to be upgraded, should be taken from U.P.

So far as West Bengal is concerned, the uniqueness of the problem lies in the fact that many of the Colleges in Calcutta have large enrolments—some of them running two or three shifts a day. If the University decides to introduce the three-year Degree course, it may not be possible for these colleges to bring down the number of students to 800-1000 within a year or two. For the purpose of grants, however, if these colleges are assisted on a per-institution basis, their share would be meagre compared to the number of students they are educating. On the other hand, if they are assisted on a *per capita* basis, some of them would claim as much as seven or eight colleges of normal strength. They will, however, not be required to build seven or eight libraries or laboratories etc. If assistance is given on the basis of students in each shift, some other difficulties are likely to arise. First, it will not be in accordance with the recommendation of the Committee. Secondly, the number of students varies from shift to shift.

The Committee has considered all these points but recommends that even in the case of those larger colleges situated in the city of Calcutta, which are not built for such large numbers, the pattern of grant should be the same as recommended earlier, i.e., while the recurring grant may be paid on the basis of cost per pupil, for non-recurring grant, each such institution with all its shifts should be considered as one unit and assisted accordingly.

SECTION V

SUMMARY OF RECOMMENDATIONS

The main recommendations or conclusions of the Committee may be summarized as follows:—

(1) The Three-Year Degree Course should be introduced in as many Universities as possible during the Second Five-Year Plan period. On an average, one Intermediate college should be upgraded for every two Degree colleges assisted to introduce the Course. No new Intermediate colleges should be permitted to be started.

(2) The Unit of reorganisation should be a University and not a college, so that no University will give two types of degrees for the same courses, except for those students who fail to qualify for the four-year degree in the first attempt.

(3) During the transitional period, students passing the Intermediate Examination should be admitted to the Second year of the three-year degree course.

(4) The total amount which would be required to introduce the reform, including recurring expenditure for four years, will be about Rs. 25 crores.

(5) The expenditure involved in introducing the reform should be shared between the Central and State Governments in equal proportion.

(6) During the Second Five-Year Plan period, the Central Government should give Rs. 7½ crores, including Rs. 2½ crores to be made available by the University Grants Commission. A similar amount should be found by the State Governments including contributions from Private Managements. The total amount available will thus be Rs. 15 crores which will be sufficient for upgrading 180 Intermediate Colleges and reorganising 300 Degree Colleges which should be taken as the targets for the Second Five-Year Plan.

(7) The basis for allocating recurring grants should be additional cost per pupil, and that for non-recurring grants the additional cost per institution. The only exception to the latter rule will be the colleges which have an enrolment of over 1000 but which were actually built only for that number. For such colleges it would be fairer to pay the non-recurring grant also on a *per capita* basis.

(8) The share of the Central Government/University Grants Commission should be paid only when a University has taken a decision to introduce the Three-Year Degree Course and either the State Government concerned is prepared to pay its share to the University/College from its own resources or private resources are available to match the cost.

(9) There should be a public examination at the end of the pre-University class.

(10) Professional colleges should either conduct their own admission tests or select candidates for pre-professional courses on the basis of Higher Secondary/Pre-University examination, both of which will be public examinations.

(11) The number of students should be restricted to 800-1000 per college. Colleges with larger enrolment but with no suitable accommodation should stabilize as a ceiling the present number of students

and should prepare a scheme of gradually diminishing their enrolment so that the desired limit is reached by 1961. The University Grants Commission should prepare a brochure for the guidance of such colleges indicating how this may be done without undue hardship to students or the colleges.

(12) While the Three-Year Degree Course is introduced, steps should be taken to improve the quality of collegiate education in general. For this purpose from the grants available, it is necessary to revise syllabuses, introduce General Education Courses, reduce overcrowding in colleges, improve the teacher-pupil ratio, strengthen laboratories, replenish libraries and, wherever possible, institute tutorial system.

(13) The State of U. P. will present a special problem because of the entirely different system operating in that State. This problem should be further studied by the Ministry of Education, and the statements of estimated expenditure prepared by the State Government in this behalf should also be examined. Of the 250 Intermediate Colleges to be upgraded, 100 should be selected from U. P.

In the end, the Committee place on record their appreciation of the valuable help rendered to them by the officers of the University Grants Commission and the Ministry of Education. Dr. B. D. Laroia, Development Officer, University Grants Commission, assisted greatly in preparing the estimates for the Sub-Committee. Shri N. T. Karnani, Education Officer, furnished most of the relevant statistics, and Dr. H. C. Gupta, Education Officer, helped in the preparation of the Draft Report for the Committee.

(H. C. Gupta)
Secretary

(C. D. Deshmukh)
Chairman

(K. G. Saiyidain)
(G. F. Lakhani)
(K. L. Joshi)
(A. Bakshi)
(G. S. Mahajani)
(A. L. Mudaliar)
(N. K. Sidhanta)
(Vinod Chandra Sharma)
(K. P. Sinha)
(S. Govindarajulu)
(D. M. Sen)

The Committee's conclusion that the cost of introducing the Three-Year Degree Course in the Indian Universities will be about Rs. 25 crores appears to be a very qualified one.

The Sub-Committee have made their calculations of financial cost on a very narrow basis. It is difficult to see, for example, how the upgrading of an Intermediate Arts College to provide the Three-Year Degree Course will involve, as shown in the detailed estimates in Appendices I and II of the Report of the Sub-Committee, the addition

of only two halls, four lecture rooms, one staff room, one laboratory, one store room and one Science lecture gallery and no other accommodation. When the detailed plans are prepared by the College authorities it is likely to be found that in many cases the scale of accommodation will have to be more liberal. No extra accommodation appears to have been reckoned as necessary for the better development of community life in the colleges. It may have been assumed that Intermediate Arts Colleges have, at present, some amenities or other for community life and that these, combined with the part-time use of one or both the new halls, will suffice after upgrading. This is hardly likely to prove satisfactory in practice. The number of lecture rooms may also fall short of actual requirement at least in those colleges which will teach all the usual subjects for Pass Courses and have Honours Courses in some. To upgrade the existing Intermediate Arts Colleges in a useful manner, extra library accommodation will be necessary. The increase in the number of classes and students will entail extra administrative work and for this, too, some provision will have to be made. Then again, the extra halls and rooms will not all stand by themselves but will need corridors and/or verandahs. But the calculations made by the Sub-Committee do not provide for these additions. The estimates of furniture also appear to be on the low side. The estimate of library books has been pitched at such small figures that Colleges which do not have substantial resources of their own will not be able to give their pupils the kind of education which seems to be the object of the reform. The number of additional staff needed may have in many cases to be more than those shown in the Appendices. The mean total emoluments of the Professors and Lecturers shown at Rs. 350 and Rs. 250 p.m. respectively are unduly low. Actual salaries in many Colleges may, at present, be very inadequate, but it is doubtful whether the present meagre salaries should be taken as the norm for purposes of calculation of the cost of introduction of the Three-Year Degree Course when the reform is designed to be a means to improve College education.

The cost of upgrading feeder schools, which will amount to a large figure, has not been taken into account.

It is intelligible that, apart from the money to be spent by Government on the introduction of the Three-Year Degree Course as such, most of the Colleges will have additional funds from other sources and from students' fees. In a sense, therefore, it can be maintained that the gross requirement of money for the reform will, for the purposes of the Committee, be subject to some reduction. Nevertheless, it is felt that after all the possibilities of funds being available from other sources have been taken into account the total amount of expenditure which will have to be incurred in order to introduce the Three-Year Degree Course in all the Universities in the Country in a satisfactory and fruitful manner will be very much more than Rs. 25 crores.

APPENDIX I

Committee to work out the Estimates of Expenditure Connected with the Introduction of Three-Year Degree Course in Universities and Affiliated Colleges.

TERMS OF REFERENCE

1. To make recommendations regarding the best manner in which three-year degree course could be introduced in the affiliated colleges and Universities in the country and the arrangements which would be made during the interim period for admission of students to the reorganised Arts and Science Colleges and the professional colleges as constituted at present till the new pattern is fully introduced.

2. To frame the estimates of expenditure involved in the reorganisation of collegiate education implicit in the introduction of Three-Year Degree Course in Universities and affiliated colleges.

3. To suggest the proportions in which the expenditure may be shared between the Central Government and the State Governments for introducing the Three-Year Degree Course.

4. To recommend the best manner in which interim grants from Central Government may be made to the State Governments for the year 1956-57 in case formulation of schemes by the State Governments is delayed.

5. To consider and examine the future of the Intermediate colleges and such other problems as may be ancillary to the main question of introducing Three-Year Degree Course.

6. To consider any other issues which may be relevant to the question of introducing a 3-Year Degree Course in the Universities and the affiliated colleges.



APPENDIX II

REPORT OF THE SUB-COMMITTEE OF THE ESTIMATES COMMITTEE

A meeting of the Sub-Committee appointed for preparing estimates of expenditure likely to be incurred for introducing three-year degree course in Universities and Affiliated Colleges was held in Dr. A. L. Mudaliar's room in Ambassador Hotel, New Delhi, on 1st December '56 at 4-30 P.M., when the following were present:—

Dr. A. L. Mudaliar	.	.	.	}	Members
Prof. N. K. Sidhanta	.	.	.		
Shri S. Govindarajulu	.	.	.		
Dr. G. F. Lakhani	.	.	.		
Dr. B. D. Laroia	.	.	.		University Grants Commission
Shri N. T. Karnani from Ministry of Education					

I. The Committee took note of the fact that according to the revised figures available for 1955-56 the number of Intermediate colleges in the country is 300 (counting only 100 such colleges for U. P.) in the following breakup:—

(a) Institutions in which two Intermediate classes along with high school classes are housed in the same premises;

(b) Intermediate Colleges with High School attached, both being under the same management but in different premises;

(c) Intermediate colleges with two classes only (i.e., without having either High School classes or degree classes)

II. A large majority of colleges belonging to category (a) above will be transferred to Higher Secondary Schools with 11 classes, the second year Intermediate being removed. In Uttar Pradesh there are as many as 650 Institutions in which High Schools have Intermediate classes attached to them. Out of these about 100 may have to be upgraded to Degree standard and the rest being converted into Higher Secondary Schools. The loss of income to the Institutions, which lose top class i.e., second year Intermediate, will be compensated by the State Government concerned under the scheme of 'Improvement of Secondary Education'.

Under categories (b) & (c) above fall about 196 Institutions of which 73 are teaching only Art and Commerce, 14 only science subjects and 109 teaching both Arts and Science. The Committee recommends that all colleges when upgraded to a Degree standard should have facilities for teaching of general science as a part of general education and, therefore, all institutions should be provided with such laboratory facilities and staff which may be necessary for the purpose.

Average expenditure in upgrading an Intermediate College will be as follows:—(As per details given in Annexure-I):—

Non-recurring—

(including additional building accommodation
for Lecture rooms, Staff room, Laboratories,
Furniture, fittings, Library books and equip-
ments etc.)

Rs. 2.5 lakhs per
Institution

Recurring—

(Including additional staff and contingencies etc.)

Rs. 0.50 lakhs per
Institution

On the above basis if 100 colleges are to be upgraded in U. P. and 150 (out of 196) in other States, total expenditure involved will be—

Non-recurring 250×2.5 (lakhs) = 625.00 lakhs.

<i>Recurring—</i>			Lakhs
1st Year 1957-58 . . .	50 × 0.50 (lakhs)		25.00
2nd Year 1958-59 . . .	100 × 0.50 „ .		50.00
3rd Year 1959-60 . . .	160 × 0.50 „ .		80.00
4th Year 1960-61 . . .	250 × 0.50 „ .		125.00
TOTAL (Recurring)			280.00

GRAND TOTAL (N. R. & R.) during
Second Five-Year Plan . . . Rs. 9.05 Crores

III. According to the latest figures available for 1955-56 there are 531 Degree Colleges under the following major categories:

(a) Colleges teaching in Humanities (and Commerce)	165
(b) Colleges teaching in Science subjects only . . .	10
(c) Colleges teaching in Humanities up to B.A. but in Science up to Intermediate only . . .	112
(d) Colleges teaching in Humanities as well as Science up to B.A. standard . . .	244

TOTAL . . . 531

Of the above, 500 colleges may have to be financed for bringing them into new pattern of education.

Average expenditure in converting a Degree College with two Intermediate and two B.A. classes into a new type of Institution with preparatory and three B.A. classes will be as follows (as per details given in Annexure II):

Non-recurring—

(including additional building accommodation for Lecture rooms, staff room, Laboratories, Furniture fittings, Library Books and Equipments etc.) . . . Rs. 1.5 lakhs

Recurring—

(including additional staff and contingencies etc.) . . . Rs. 0.3 „

On the above basis 500 colleges will mean a total expenditure of—
Lakhs

Non-recurring . . . 500 × 1.5 (lakhs) . . . 750.00

Recurring—

1st year 1957-58 . . .	250 × 0.3 (lakhs)	75.00
2nd year 1958-59 . . .	350 × 0.3 „ .	105.00
3rd year 1959-60 . . .	450 × 0.3 „ .	135.00
4th year 1960-61 . . .	500 × 0.3 „ .	150.00

TOTAL (Recurring) . . . 465.00

GRAND TOTAL (N. R. & R.) for Degree
Colleges during Second Five-Year Plan . . . 12.15 Crores

Total expenditure, therefore, will come to Rs. 21.2 crores. According to the present expectations, the Ministry of Education may contribute Rs. 5.0 crores, U. G. C. Rs. 2.5 crores, State Governments Rs. 5.0 crores and Private Managements Rs. 2.5 crores, making a total of Rs. 15.00 crores. This will leave a balance of Rs. 6.2 crores to be covered. In fact it may not be necessary to find this amount as some of the Universities have no plans to give effect to the re-organisation of education until 1959-60.

A number of institutions will voluntarily stay out during the Second Five-Year Plan and therefore will need financing only after 1960-61.

Sd/-A.L. Mudaliar
Sd/-*N. K. Sidhanta
Sd/-S. Govindarajulu
Sd/-G. F. Lakhani
Sd/-B. D. Laroia

N. K. SIDHANTA

*Subject to some modifications in Bengal.



Annexure I

Estimates of Expenditure for Upgrading Intermediate Colleges of Various Types

I. Arts Colleges, i.e. teaching Humanities (I.A.) only—

(Total number of colleges-110, including 37 from U. P. and 73 from other States)

<i>Non-Recurring—</i>	Sq. ft.	Rs.
(a) Two halls 30' × 40'	2400	
Four lecture rooms 30' × 20'	2400	
One staff room 30' × 15'	450	
TOTAL	5250	
Cost @ Rs. 15 per sq. ft.		78,750
Furniture etc.		6,250
TOTAL		85,000
(b) General Science Laboratory 30' × 40'	1200	
Store room	300	
Lecture gallery for General Science	1000	
TOTAL	2500	
Cost @ Rs. 15 per sq. ft.		37,500
Fittings and furniture		7,500
TOTAL		45,000
(c) Library books		20,000
Scientific equipment for General Science		10,000
TOTAL		30,000
Total (non-recurring)		
per college		1,60,000

Recurring—

Additional staff—

5 Professors @ Rs. 350 p.m.	21,000
4 Lecturers @ Rs. 250 p.m.	12,000
Contingencies	2,000
TOTAL	35,000

II. Colleges teaching Science Subjects (I.Sc.) only.

(Number of colleges 14)

Non-recurring—

(a) Two lecture rooms	2400
Two small rooms	1200
Staff room	450
TOTAL	4050

	Sq. ft.	Rs.
Cost @ Rs. 15 per Sq. ft.		60,750
Furniture etc.		4,250
TOTAL		65,000
(b) Two Science Laboratories 40' x 30'	2400	
Preparation room, balance room etc.	900	
Two store rooms	900	
TOTAL	4200	
Cost @ Rs. 15 per sq. ft.		63,000
Furniture etc.		22,000
TOTAL		85,000
(c) Library Books		20,000
Scientific equipment		80,000
TOTAL		1,00,000
TOTAL (non-recurring) per college		2,50,000
<i>Recurring—</i>		
For additional staff as in Arts Colleges		35,000
Contingencies (Laboratory maintenance)		5,000
TOTAL		40,000
III. Colleges teaching Science as well as Humanities—		
(No. of colleges : U. P.—63, other States—109		
TOTAL—172)		
(a) Two lecture halls	2400	
Four Lecture rooms	2400	
One Staff room	720	
TOTAL	5520	
Cost @ Rs. 15 per sq. ft.		82,800
Furniture		7,200
TOTAL		90,000
(b) Two Science Laboratories	2400	
Preparation room, balance room etc.	900	
Two store rooms	900	
TOTAL	4200	
Cost @ Rs. 15 per Sq. ft.		63,000
Furniture etc.		22,000
TOTAL		85,000

		Rs. .
(c) Library books	Rs. 25,00	25,000
Scientific equipment		1,00,000
	TOTAL .	1,25,000
TOTAL (non-recurring) per college .		3,00,000

Recurring—

10 Professors @ Rs. 350 p.m.	42,000
8 Lecturers @ Rs. 250 p.m.	24,000
Contingencies	4,000
	70,000

*Annexure IA***Summary of expenditure for different types of Intermediate colleges**

Type of College	No.	Total (N. R.) expenditure	Recurring expenditure for one year
			Rs.
(a) Arts Colleges	110	Rs. 1.76 crores	38,50,000
(b) Science Colleges	14	Rs. 0.35 „	5,60,000
(c) Arts & Science Colleges	172	Rs. 5.16 „	1,20,40,000
TOTAL	296	Rs. 7.27 „	1,64,50,000
Average (approximate) non-recurring expenditure per college			Lakhs 2.5
Average (approximate) recurring expenditure per college			Rs. 50,000

Annexure II

Estimates of Expenditure for Degree Colleges of Various Types

Colleges teaching either only Humanities (B.A.) or only science subjects (B.Sc)

(Total number of colleges 175)

<i>Non-recurring—</i>	Sq. ft.	Rs.
(a) 3 Lecture rooms (30' × 20')	1800	
One General Science Laboratory (30' × 40')	1200	
	<hr/> 3000	
Cost @ Rs. 15 per sq. ft.		45,000
Furniture etc.		5,000
		<hr/>
TOTAL		50,000
		<hr/>
(b) Library Books		15,000
Equipment for General Science		10,000
		<hr/>
TOTAL		25,000
		<hr/>
TOTAL (Non-recurring) per college		75,000

<i>Recurring—</i>	Sq. ft.	Rs.
3 Professors @ Rs. 350 p.m.		12,600
4 Lecturers @ Rs. 250 p.m.		12,000
		<hr/>
TOTAL		24,600
or say		25,000

II. Colleges teaching Humanities as well as Science Subjects, i.e., B. A. and B.Sc.

(Total number of colleges—244)

<i>Non-recurring—</i>	Sq. ft.	Rs.
(a) Three rooms (30' × 20')	1800	
Additional rooms for laboratories i.e., Balance room, preparation room etc.	2400	
One General Science Lab.	1000	
	<hr/> 5200	
Cost @ Rs. 15 per sq. ft.		78,000
Furniture etc.		7,000
		<hr/>
TOTAL		85,000
		<hr/>
(b) Library books		25,000
Science equipment		40,000
		<hr/>
TOTAL		65,000
		<hr/>
TOTAL (Non-recurring) per college		1,50,000
<i>Recurring—</i>		
5 Professors @ Rs. 350 p.m.		21,000
3 Lecturers @ Rs. 250 p.m.		9,000
		<hr/>
TOTAL		1,30,000

III. Colleges teaching Humanities up to B.A. and Science up to Intermediate only
(Total number of colleges—112)

Non-recurring—

	Sq. ft.	Rs.
(a) Three rooms (30' × 20')	1800	
Two Laboratories (30' × 40')	2400	
Subsidiary rooms for Laboratories (Balance and store rooms etc.)	2400	
One science lecture room	1400	
TOTAL	8000	
Cost @ Rs. 15 per sq. ft.		1,20,000
Furniture and fittings etc.		30,000
TOTAL		1,50,000
		1,50,000
(b) Library books		25,000
Science equipment		1,00,000
TOTAL		1,25,000
TOTAL (Non-recurring) expenditure per college		2,75,000
Recurring—		
4 Professors @ Rs. 350 p.m. each		16,800
6 Lecturers @ Rs. 250 p.m. each		18,000
Contingencies		5,200
TOTAL		40,000

Annexure IIA

Summary of expenditure for different types of Intermediate Colleges

Type of colleges	No. of units.	Total (N.R.) expenditure	Recurring expenditure per year
		Rs.	Rs.
(a) Arts or Science Colleges	175	1,31,25,000	43,75,000
(b) Arts and Science Colleges	244	3,66,00,000	73,20,000
(c) Arts up to B.A. & Science up to I.Sc.	112	3,08,00,000	44,80,000
TOTAL	531	8.5 crores	1,61,75,000
Average (approximate) non-recurring expenditure per college.			1.5 lakhs
Average (approximate) recurring expenditure per college			30,000